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McCall, Samuel Walker

Address of His Excellency, Samuel W. McCall to the...

Boston

1917

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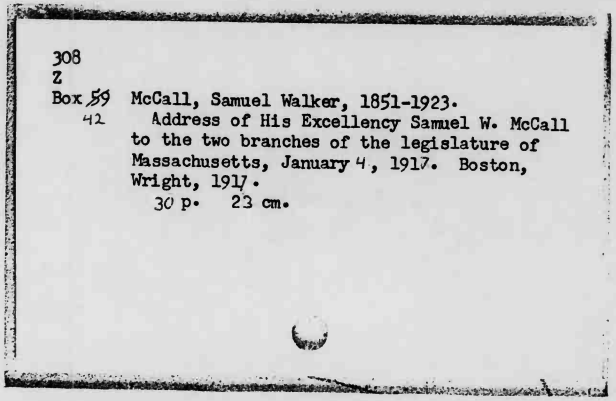

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Box 59 McCall, Samuel Walker, 1851-1923.
42 Address of His Excellency Samuel W. McCall to the two branches of the legislature of Massachusetts, January 4, 1917. Boston, Wright, 1917.
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ADDRESS

OF

HIS EXCELLENCY

SAMUEL W. McCALL

TO

THE TWO BRANCHES

OF THE

LEGISLATURE OF MASSACHUSETTS.

JANUARY 4, 1917.

BOSTON:
WRIGHT & POTTER PRINTING CO., STATE PRINTERS,
32 DERNE STREET.
1917.

ADDRESS.

Gentlemen of the General Court.

In entering together upon a new year of labor for the Commonwealth I come before you in accordance with the ancient custom, which, I am glad to believe, serves to mark above all other things the co-operation and the common purpose which should animate us all, to promote the public well-being. I shall outline to-day some of the things I think it important that you should consider, leaving other matters to be dealt with later in the form of special communications if they shall seem advisable.

I ask you to consider carefully certain forms of social insurance. I understand the term to mean in substance the insurance of society against its diseases, and that society should take wholly or in part upon itself the work of defending against certain well-defined evils which result from our modern system of production, the chief burdens of which have heretofore been left upon deserving people who are least able to bear them. Industrial accident insurance was established in Germany in

1884 and in Austria three years later, and afterward in all the other great countries of Europe from time to time until 1911. And yet it was not until the last-named year that it was established in America. This circumstance shows strikingly our deliberation in taking steps to adopt a form of social insurance which was inevitable under modern conditions. Under the old system the workingman was compelled to stand almost all the risks of his employment. He was even compelled to bear the burden of his injury when it resulted from the negligence of a fellow workman in whose employment he had no voice. Nothing could be more just than that ordinary accidents occurring in the conduct of a great industry should be reckoned as one of the costs of doing the business. Massachusetts has given recognition, tardy though it be, to the necessity of that kind of insurance.

In the other fields of social insurance we have done little or nothing. The sickness of workingmen, with the consequent expense of medical treatment and loss of pay, is responsible for more than six times the amount of dependency caused by industrial accidents. Without health insurance the burden of sickness falls wholly upon the workingman and his family. In order to make the loss as light as possible in the first instance, he is likely to do the thing which will make it heaviest in the end.

He is apt to keep about his work after he has become ill, and even when compelled to stop he will often delay calling a physician. He will return to work sometimes before he is able to do so, and drag through his task to the permanent injury of his health. For the present wage, and to avoid the immediate expense, his health and strength, which are his capital, are impaired or squandered, and without them he cannot continue to work. Sometimes his loss of pay and the expense leave him heavily in debt, which is a source of worry so long as it remains, if indeed he ever emerges from it. Statistics show that the health of workingmen and their families as a group is poorly looked after. With proper medical supervision their condition would be very greatly improved. Germany has had a system of compulsory health insurance for many years, and during that time the increase in longevity has been at twice as high a percentage as in the other great countries where the system did not exist. It is not to be doubted that the condition of the health of the people of that Empire has been an important factor in the present war.

I am strongly of the opinion that there is no form of social insurance that is more humane, sounder in principle, and that would confer a greater benefit upon large groups of our population and upon the Commonwealth as a whole than health insurance.

System and the wholesale scale on which the enterprise would be conducted would result in procuring medical care and attendance and the benefits of preventive medicine at far less cost and with far more effect than if the workingman were acting for himself alone. It may fairly be said to involve a mobilization of the physicians of the Commonwealth for concerted effort in the most systematic and comprehensive work we have ever undertaken for the general health. I recommend that you establish a compulsory system with a reasonable benefit during the period of sickness, and that the system be made to include members of the family, as is done in many of the German funds.

Another kind of social insurance that is pressing is aimed at the dependency of old age and is designed to make honorable provision for men and women who have wrought well during their lives and have grown old in the service. An effective way to guard against dependency in old age might seem to be through some common form of insurance, but voluntary systems have received only slight support and have done little to solve the problem. If very many take no thought of the morrow, very few will think of making provision for themselves if their lives should be prolonged into a new generation. Young men are not apt to provide for so remote an event as their old age. The present necessity out-

weighs the far distant contingency which may never happen. The real pangs of hunger will not put off being satisfied in order to provide for what may prove to be a hunger suffered in the imagination, and which cannot become real for a generation, if indeed it shall ever exist at all. It has been estimated that one payment of one hundred dollars at the age of twenty will provide one with an annuity of that amount payable for every year that he shall live after sixty-five, even if he should live to a hundred years. But who ever thinks to make such a payment? At present the only provision made in Massachusetts for the support of old people who are dependent is found in the provision of our poor laws for the support of paupers by cities and towns, with the primary duty upon the family, which may be enforced by a criminal penalty. The duty is upon us earnestly to consider whether, when one has exhausted himself in a life of honest toil, he does not deserve better of the Commonwealth than to be rated as a pauper. Here as in nearly all other forms of social insurance Germany has led the way and established a compulsory system contributed to by the insured, the employer and the State. A noncontributory system known as the old-age pension has been adopted by some of the colonies of Great Britain and also by the mother country.

Numerous objections have been urged against the old-age pension. It is claimed that whatever it may be called it is a form of outdoor poor relief. While it may be true that the recipients of the pension are in many cases kept out of poor houses, the pension is granted in recognition of long and meritorious service to society, and a recognition of that service approaches in honor the recognition of service in war.

It is also urged that it discourages the formation of habits of thrift and lessens the incentive to put by something for a rainy day. Surely, thrift is a great virtue and one that we in America especially need to cultivate. It lies at the foundation of the character of men and the greatness of States. With our profusion of resources, wastefulness and extravagance are far too often shown among us. To remove the natural spur to human activity, which leads men to fight their own battles and open new fields of endeavor, and which is largely responsible for the forward movement of the world and the production of what we call civilization, would be in the highest degree immoral. But the old-age pension does not invite men to lay aside their ambitions and to rest upon the State. The amount of the pension granted by other governments is at the most very meagre. The largest grant made by the government of any great country

is in Great Britain, and there the maximum amount is sixty-five dollars annually. There are few who would be tempted to throw aside their ambition to achieve a competency, lured by the narrow proportions of the old-age pension. And, further, the members of the groups to which it would practically be applicable work for wages which would not permit of saving upon any sufficient scale, and with little to save they would have little to squander.

Another objection put forward is that the old-age pension would weaken the sense of obligation which children are under to support their aged parents, and would tend to impair family solidarity. I am far from approving the attitude taken by some of the gentlemen writing in favor of the old-age pension, who make light of the filial sentiment, who treat it as antiquated and atavistic, and as if the social view it represents were altogether too old fashioned to be considered if it seemed to stand in the way of the argument in favor of a reform which they are urging.

I think the most of us would agree that when a father and mother have, with much privation and sacrifice, brought up and educated a family of children, it would be a reflection upon our human nature to say that a most serious obligation did not exist on the part of the grown-up children to care for their parents in their declining years. The

family relation reaches into the past as well as the future, and the care with which a mother has watched over her child and has nursed him through his sicknesses will be requited by the child when he reaches man's estate, and it will be his proudest desire to care for her tenderly in her old age and not selfishly abandon her to the care of the State. Children who would fail to recognize such an obligation would prove that they were not worth the bringing up, and for States to act upon the principle of its nonexistence would show a decay in the moral fibre of the race. The word of nature as spoken in literature and history will need to be reversed when the "thankless child" can be regarded with toleration. The laws of Massachusetts proceed on a different theory, and recognize the duty of children who are able to do so to support their dependent parents.

But with regard to the old-age pension, very many of the recipients of it have no children at all. The children of many others are not upon a self-supporting basis. One of the advantages of the pension would be that it would enable the parents in many cases to live with their children and keep families unbroken. Thus family solidarity would not be impaired but preserved; and in cases where the pensioner had no children, the amount of his pension, added to the resources of

a relative or neighbor, would help support the expense of a household, and enable him, without a sacrifice of his independence, to have the advantage of a home.

It is probably true that the span of human life is lengthening. The period of efficiency in the intellectual pursuits is certainly not becoming shorter. In the learned professions, in literature and art, in statesmanship, and even in the higher command of armies, men continue to reveal, as they have revealed for centuries, the most brilliant genius even to a great age. The opposite is true with regard to those fields of labor where modern methods speed up the human machine and compel it to run under a great strain. The languid life of the ancient shoemaker at his bench, fashioning a shoe as if it were a work of art, as it often was, would lead to reflection and philosophy, and his occupation could be followed in his old age and would sustain him and make him happier than he could be in a life of idleness. The same was true of agriculture.

But the introduction of machinery wrought a revolution. Great industries of our time are carried on by machinery operated at high speed, and in some of them people are not able much beyond their prime to maintain the pace. It does not necessarily mean that they are worn out, but they cannot keep

up with the demands of the modern methods of production, and thus they are thrown out of their accustomed work at a period of life and under circumstances when it is difficult, if not impossible, for them to acquire efficiency in a new calling. If they have not made provision before that time arrives they are likely to become dependent. Strictly a wage should be paid during the period in which one is ordinarily able to work in such employments which would support him for his whole life. Thirty years of labor with the fast flying machinery of our manufacturing establishments will enable the workingman to produce more than with the appliances just before our era he could have produced in many centuries. It is not economically just to credit to machinery the whole saving in production and leave the man a derelict at the end of his working time. There should be charged against it the damage done him as a producing agency as an element in the cost of production. If that element were not to be fairly represented in wages or in some other way we should have a deformed industrial system, which would absorb the vital forces of millions ot men and then heartlessly cast them off with no hope of living out their days except through the charity of their fellow men. It would be just to assess against production the cost of providing for the care of the worker during the

period after his invalidity should come. Either that or the wage should be adjusted so that in ordinary cases it would enable the worker to make provision for himself. So long as industry shall forge ahead with such speed and strain there will inevitably arise, before the coming of a uniform pensionable time, many cases of invalidity, some at a later and some at an earlier age. This invalidity must be distinguished from that which results from ordinary sickness or accident, and it means that the worker is worn out or rendered incapable of further production of the kind in which he has been engaged. This condition would seem to demand some form of insurance which would probably need to be compulsory in order to be effective. For what is classified generally as industrial insurance, premiums were paid in Massachusetts in 1915 to the amount of $12,251,000, while the losses paid were only $4,094,000, or about $3 in premiums to each dollar of loss. An insurance made up of small policies, with the attendant expense of soliciting it and of making collections usually weekly or monthly in small sums, is "loaded" with an enormous charge for administration. This charge could be very largely done away with under a system of compulsory State insurance, and any profits of the business would be entirely saved to the insured.

The two common types of old-age insurance are

well represented, the one by Germany, the other by Great Britain and her colonies. Germany has a contributory system. It seems to have worked well, and the law creating the annuity makes provision also for the needed funds without throwing a heavy burden upon the State. The scheme in its origin makes effective provision for its own financial demands. Great Britain has a noncontributory system, and without contribution pays to people over seventy years old graded annuities, of which the maximum is $65 per year. Although the pension is not large, the aggregate charge upon the treasury is great, and it has increased very much from the time of its inauguration. New Zealand pays a maximum pension twice as large, but it is to be noted that the State as an institution is greatly exploited in New Zealand. In the pursuit of its policies that country has piled up a public debt which on the basis of population would correspond with a debt of nearly two thousand millions of dollars in Massachusetts. Obviously we cannot safely follow such a light.

The issues comprehended under the term social insurance have arrived. I believe they should be met without delay. I feel sure, however, that we should proceed with moderation in order to proceed with safety. I am of opinion that an annuity should be paid by the State and its subordinate governments without contribution, to its deserving citizens seventy or more years of age who do not have children able to support them nor an income of more than $200 a year, and who have been residents of the Commonwealth at least ten years.

I believe the old-age annuity should not much exceed the maximum pension paid in Great Britain. It is a new field in America and can much more easily be broadened if experience shall show that it is wise to do so than narrowed if a false step shall have been taken. It is better to proceed cautiously and in the light of the experience of the great nations, than to follow in the venturesome footsteps of countries that move too easily and may therefore move too far.

I trust that you may find yourselves able, as at the last session of the Legislature, to keep increases of appropriations well within the limits of the increase of the revenues of the Commonwealth. The standards of living in our asylums and other institutions should certainly not be reduced, and the increase in the cost of food and other necessary articles will make increase necessary in this item of expense. This is also true in regard to other supplies used by the Commonwealth. And there are other expenditures of an extraordinary character, chief among them being the expense of holding the constitutional convention, which will probably cost

$350,000. But a system of economy will accomplish a great deal, and I believe there need be no increase in the State tax and no decrease in the efficiency of the public service. The chief doubt as to the amount of the State tax grows out of the taxation law passed at the last session. The probable yield from the income tax cannot now be estimated with any approach to accuracy. The Commonwealth guarantees to the cities and towns that it will distribute among them the amount they would have received from the capital value tax for which the income tax is substituted. This introduces a serious element of doubt in estimating the State tax. But the question is chiefly one of bookkeeping, because whatever the Commonwealth shall pay to the cities and towns under that act it can collect back again by increasing the amount of its tax levy upon them.

Our State income tax and that of the Federal government are directly parallel in their operation, except that the latter has a wider range than the former. This double taxation is not novel, however, because it existed in effect before the State income tax was enacted and resulted from the adventure of the Federal government into fields of local taxation which had been respected for more than a century. Under the rule of the original Constitution, which remained in force until 1913, the national government might resort to direct

taxation, but of a sort that secured to each State the opportunity to pay its share according to the rule of uniformity. The abrogation of that rule has given rein to the temptation to impose unequal taxation, — a temptation which can easily be gratified in the selection of the subjects of taxation and the exemptions that are granted. This enlargement of the power of direct taxation has been followed by, if indeed it has not caused, a bewildering increase in national expenditure, and taxes are most unequally imposed, whether we consider the population or the aggregate wealth of the different States. The financial ability of some of the States to conduct their necessary functions of government are thus seriously impaired.

No account apparently is made of the circumstance that the States upon which the national government imposes the most heavy direct taxes are the States which have the heaviest local burdens. They are States with congested populations. They are compelled to make vast expenditures to secure pure water supplies, systems of drainage, to widen streets or build subways under them, and for other purposes which are applicable only in a small degree to States differently situated. There would seem to be little justice, therefore, in imposing upon this already heavily burdened property unjust and unequal exactions, as compared with property in

other parts of the country. This would be true even if the taxation were only imposed for national purposes, but the injustice approaches spoliation when such heavily burdened property is taxed to pay the people of another State for doing their own local work. I am led to make these observations because I am required to refer particularly to a new field of Federal expenditure which has followed upon the imposition of these unequal taxes. An act of Congress approved July 11, 1916, the so-called "mud roads" act, provided for an appropriation of $75,000,000 for road building, to be expended over a period of five years. Under that act Massachusetts may receive as its share for two years the munificent sum of $221,550, — a sum the proportions of which indicate sufficiently that while she is most unequally taxed in one direction by the Federal government there is a corresponding inequality in the opposite direction when the proceeds of the tax are in part to be distributed among the States; and distributed, be it said, for the purpose of building, not interstate roads, but local roads, — a new field of operation for the national government. In order to receive this money it will be necessary for the Legislature to assent to certain provisions of the law and authorize the expenditure of an equal amount by the State government for road building. If this can be done without giving the Federal government the supervision of the expenditure of the appropriations of the Commonwealth for its roads, or jurisdiction over them, I recommend that our Highway Commission be authorized to make a suitable agreement with the Secretary of Agriculture or other appropriate United States officials. But inasmuch as our own expenditures upon State highways are many times greater than the amount allotted to Massachusetts by this law, I should not recommend that the expenditure of our appropriations be in any way subjected to the control of the Federal officials.

The land fronting upon Beacon Street, which was taken in accordance with an act passed at the last session, includes the site upon which stood the historic house of John Hancock. I am informed by one of the architects of the State House that detailed drawings of this house exist, and that it can be substantially reproduced at a moderate expense. I am further advised that its reproduction would not merely be in harmony with the proper development of the State House grounds, but that the architect regards that plan for the development of the grounds, which includes the house, as the most effective and artistic that has been made. The State now has title to the site, which costs very much more than will the structure itself. Its architecture was characteristic of the

Old Colony time and its destruction was lamented almost as a piece of vandalism. The reproduction of the house would provide for the Governor a simple and dignified residence, it would embody again an old tradition which is now but a memory, and it would add to the attractiveness of the State House grounds and to the interest and beauty of the city. I recommend that you authorize its substantial reproduction, with such changes and extensions as may be approved in order to adapt it to the present demands of a Governor's residence. I suggest the completion of the development of the grounds, which is a necessary adjunct to what has already been done and which I am informed can be accomplished at a moderate expense.

In accordance with the law passed at the last session I appointed a commission having jurisdiction over the proposed celebration of the three hundredth anniversary of the landing of the Pilgrims at Plymouth. I invite your careful consideration of the report of this commission. The event it is designed to commemorate takes rank in importance next to the landing of Columbus; and in the Mayflower compact and in the principles of civil and religious liberty for which the Plymouth colonization stood, it may fairly be considered as the germ from which the nation was to spring. As this landing was upon our soil it devolves upon Massachusetts

to take the lead in providing for an observance commensurate with the importance of the event. She is the trustee of a great tradition, and I believe the country will look to her to lead the way in proposing a celebration which shall not be narrow and provincial, but which shall aim to do the anniversary full justice. While foreign nations will doubtless join in an appropriate celebration of an event of such momentous consequence in the establishment of a great nation, they will be inspired by a double incentive if, as seems certain, they shall have sheathed their swords and shall be at peace with each other. After a war which has taken a more frightful toll of human life than any other that has ever afflicted mankind, which has involved all the great nations of Europe and some of the smaller ones, and has spread to the other continents, the supreme opportunity is given us to enable the nations to take part in a great festival of peace and exhibit side by side their victories in the arts, which are more lasting and infinitely more beneficent than the victories of war. Believing that it is our duty to arrange for a celebration on a scale of grandeur suitable to the event, I recommend that you take action to that end.

The President of the United States last summer issued a call for troops. The Massachusetts commands included in the call promptly responded, and

were practically ready at the peace strength to be sent out of the Commonwealth within two days after the call was issued. It is a matter of pride that Massachusetts soldiers were first to reach the border, although they were at the other end of the country from it. They were well equipped, well disciplined and highly creditable representatives of the soldiery of the State. The commands which were not called, the Sixth Regiment, the First Corps of Cadets, the Naval Brigade and the Coast Artillery Corps, are also to be commended for the earnest and faithful work they did in the face of the great disappointment they felt at not being ordered to the front. The National Defence Act, approved on the 3d of June, 1916, is so recent that complete regulations have not yet been issued and the exact scope of its operation is not yet known. Whether it embodies such a system for the national defence as we may approve, it is the law of the land, and I recommend the heartiest co-operation of the Legislature in order that the act may have a fair and a thorough trial. We cannot of course establish a system of national defence, but we can second to our utmost whatever action may be taken by the national government. In order that the efficiency of the national guard may be maintained I recommend the extension of military training and the study of military history in our public schools. Very

many of our citizens, amounting I am informed to several thousand, submitted themselves during the last year to voluntary military training as a patriotic duty and in order to fit themselves as far as they could for an emergency, if one should arise. I recommend that legislation be enacted to recognize such organizations and to permit them to use armories, camps and other equipment so far as may be done without interference with the national guard.

The Legislature last winter enacted laws consolidating or reorganizing some of our commissions. The most important consolidation was the merger of the Directors of the Port of Boston and the Board of Harbor and Land Commissioners into the Massachusetts Commission on Waterways and Public Lands. As showing the effect of consolidation upon the expense of administration, the expenses of the two merged commissions during the eight months of the last fiscal year, when they operated separately, were at an average of $19,153.28 a month, or at the rate of $229,839.36 for the full year. The estimates for the coming year for the new Board which conducts the activities of the two old Boards is $137,100, or a saving of more than 40 per cent. Even with the new functions added, amounting to $18,000 estimated for the current year, the saving will be fully one-third. There is every reason to believe

that the work will be done as efficiently by the new Board as by the two Boards which it succeeds. I recommend that you institute careful inquiry into the other commissions of the State, and I have no doubt that other consolidations will be found possible which will result in increased efficiency and in the further reduction of expense.

I recently requested five gentlemen to serve as a commission to investigate and report upon the causes of the extreme increase in the cost of the necessaries of life. As there was no provision of law authorizing such a commission, the gentlemen whom I selected patriotically undertook the task without compensation and as a practical method of assisting the Governor in determining what legislation to recommend to the Legislature. This commission has made a report to me upon the price of coal, which I shall transmit to you. I do not know where this subject has been treated with greater impartiality and effectiveness. The report is practical rather than academic, and suggests remedies which I ask you carefully to consider. I am glad to note that few of our dealers in coal are held responsible for existing conditions. I deem it especially important that you enlarge the powers of the Gas and Electric Light Commission, and that provision be made whereby the necessitous purchasers of coal in small quantities shall be given at the yards substantially the same

prices as are given purchasers of ton lots. Whatever reports the commission shall hereafter make to me I shall transmit to the Legislature.

Last year I called the attention of the Legislature to the unfavorable location of the State Prison at Charlestown. I recommend that the subject be thoroughly investigated, together with the incidental questions of the administration and construction of prisons, to the end that a prison adequate in location and equipment may be built.

I recommend the extension of the work of the State Department of Health for the prevention and cure of communicable diseases.

I recommend the continuance of the State highway expenditure for the next five-year period, substantially as in 1912, of the sum of $5,000,000 to be used by the Highway Commission in construction of highways during the ensuing five years, one-fifth to be available each year beginning with 1918, and thus enable the commission to plan the work ahead and do it to the best advantage. The law regarding the right of way might be made more definite and accidents prevented. I recommend such a change in the laws regulating traffic and also in the operation of automobiles as will, so far as possible, reduce the number of accidents, which are far too great. The suggestion has been made that the Highway Commission has so much work

to do in connection with the building and repair of the highways and the management of them that there should be another commission having charge of the movement of traffic, and especially of motor vehicles. I ask your consideration of this question. It seems to me the desired object of the more effective regulation of automobiles may be secured by enlarging the Highway Commission or by giving them authority to establish a department having that jurisdiction. If the object can be as well secured in that way it would be preferable to creating a new commission.

The State has at great expense constructed some scenic highways which have upon either side views of great beauty. The chief purpose of this expenditure would be defeated if these views were permitted to be disfigured for private gain. I am informed that billboards and other large advertising signs are being constructed along these routes and that the views are broken and their beauty impaired. The Legislature should exercise its power to prevent this disfigurement either by prohibiting such signs entirely or by making them a subject of a heavy tax.

A reservation similar to that of Mount Wachusett and the Greylock reservations would be of great value upon certain portions of the so-called Mohawk Trail. It would afford a means of protecting the road itself and it would safeguard the beauty of the

views. I recommend that you make inquiry into this subject, and if the reservation can be established at a moderate expense that it be authorized.

The report of the committee on building legislation relative to better protection for school children from fire shows that of 914 public school buildings in the cities only 568 were inspected, and of that number only 262 were certified as affording the protection required by law; and that in the case of 302 buildings where orders were issued to make the changes necessary to an observance of the law, in only 5 cases were the orders complied with in the time allowed by law. I urge that necessary legislation be passed to secure the protection of our school children from fire.

The acceptance by the people of the act relating to the constitutional convention makes advisable the collection of much information for the use of the convention. Elaborate preparations were made in New York at a great expense, of which we may have the benefit. But the ground has not been fully covered. I recommend that a commission of five persons be created, to serve without compensation and to be appointed by the Governor, and that there be appropriated for its use in carrying on this work the sum of $10,000.

The system of taxing corporations is antiquated and has become unequal in its operation. The

subject is a difficult and technical one, and one of great importance. I recommend that a commission be authorized by you and provided with suitable authority and means to prosecute its inquiries. If that is done I would suggest that chapter 167 of the General Acts of 1915 and chapter 83 of the General Acts of 1916 be extended to 1918 in order that the general subject of corporate taxation may be considered by this commission and reported upon.

I renew the recommendation which I made a year ago in favor of reasonable limitation upon the hours of labor in industries continuously operated for twenty-four hours and where the service alternates between day and night. That recommendation was embodied at the last session in the so-called tour-workers' bill, and I recommend that it may receive favorable action at your hands.

I urge you to pass legislation abolishing capital punishment. I believe that the principles of humanity and the scientific methods of penalogy both demand that it be done away with, and that the experience of the States and nations which have abolished it warrant us in taking the same action.

I invite your careful attention to the report of the commission appointed to consider the subject of the use of habit-forming drugs. I recommend that

legislation be adopted that will prevent, so far as possible, the evils of this practice.

The immigrants newly arriving in the ports of the Commonwealth have in many instances been made the victims of swindling and extortion. We seem to have no administrative machinery to-day which is adapted to the work of supervising them during the brief interval between their landing and the time when they have secured connections which may enable them to take care of themselves. I recommend the creation of an unpaid board which shall have jurisdiction over the subject.

One year ago I recommended that the civil service laws of the Commonwealth be put abreast of the best standards of the time. The functions of the Civil Service Commission were materially extended, but many positions in the State, and in the counties and municipalities, similar to positions already under civil service laws, still remain to be brought under them, and I recommend a wise extension of their scope by you.

GENTLEMEN: — If regard is had to the traditions of the Commonwealth and the character of her people there is no place upon the globe that has title to be governed by wiser laws. Is she to have the sort of government to which she is entitled? It rests with us to give answer. Let us reverence

the mandate we have received from the people. Let it be our aim to do deeds which shall take their place with the best things in our history and be an incentive and a challenge to those who shall come after us. The power which we wield does not belong to us but to those who put it in our hands. And unless we shall use it solely for the public weal we shall fall far short of performing our duty. What we call our Commonwealth is not alone the stretch between the Berkshires and the sea, it is not our manifold industries surging with life, nor our great institutions of learning known throughout the whole world, nor our intelligent and prosperous people, but, including them all, it finds its summit and crown in that ideal personality which towers in history and which forms the chiefest inspiration to incite us to weave into her future the noble texture of her past. For us to tarnish the lustre of a fame so splendid would be shameful, not to diminish it would be a very great thing, but to augment it would be indeed glory.

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